

## Governance of Leadership Materials and Communication in Regional Leader Speech Preparation: A Qualitative Study at a Provincial Leadership Administration Bureau

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### ARTICLE INFO

#### Article history:

Received: February 27, 2026; Received in revised form: March 29, 2026; Accepted: April 28, 2026;

Available online: April 30, 2026;

### ABSTRACT

This article examines the governance of leadership materials and communication in the preparation of regional leader speeches at a provincial leadership administration bureau. Leadership speeches are not merely ceremonial texts; they are instruments of public administration through which government priorities, development achievements, policy directions, and public values are communicated. The study uses a descriptive qualitative approach because the phenomenon is embedded in administrative routines, inter-unit coordination, data provision, staff competence, and agenda dynamics. Data were collected through observation, in-depth interviews with officials and staff involved in speech preparation, and documentation of schedules, organizational structures, speech materials, and supporting administrative records. The analysis is organized around five indicators: activity coordination, schedule planning, data sources for speech materials, composing apparatus, and contingency of leader attendance. The findings show that the speech preparation process has been supported by a formal organizational structure and highly committed personnel, yet it has not functioned optimally as an integrated governance system. Coordination still relies on informal communication channels, schedule changes frequently occur at short notice, data from regional apparatus organizations are often late or not standardized, writing competence is uneven, and changes in leader attendance often result in unused or repeatedly revised materials. The discussion shows that effective leadership communication requires the integration of bureaucratic order, performance orientation, public service values, and communication quality. The article recommends strengthening standard operating procedures, developing a real-time agenda and material management system, institutionalizing data submission standards, and improving civil servant competence in public communication and speechwriting.

**Keywords:** governance, leadership communication, public administration, public communication, regional secretariat, speech preparation.

## INTRODUCTION

In modern regional government, public communication by leaders is no longer a marginal ceremonial activity. Speeches, official remarks, policy statements, and public messages are instruments through which a regional government communicates its priorities, builds legitimacy, explains development programs, and maintains public trust. A leader's speech is often the most visible form of governmental communication in public events. It translates bureaucratic policy language into a message that can be heard by citizens, stakeholders, civil servants, community leaders, and the media. For this reason, the quality of a leader's speech depends not only on rhetorical style but also on the administrative governance that produces the text.

The preparation of leadership speech materials requires a chain of administrative work. Before a speech can be delivered, the responsible unit must receive and verify the agenda, clarify the leader's role, request data from the relevant regional apparatus organization, identify the theme of the event, draft the speech, review the accuracy of data, adjust the tone to the audience, and revise the text when the leader's attendance changes. This work involves several actors: protocol officers, agenda managers, aides, private secretaries, regional apparatus organizations, and staff responsible for preparing leadership materials. When this chain is not well coordinated, the final speech may become inaccurate, repetitive, irrelevant to the event, or inconsistent with government policy messages.

Public administration theory helps explain why speech preparation should be treated as a governance issue rather than a purely technical writing task. The classical administrative tradition emphasizes order, hierarchy, standard procedures, and documentation. Managerial approaches emphasize efficiency, performance, responsiveness, and the use of measurable outputs. The New Public Service perspective emphasizes the need to serve citizens, communicate public values, and respect democratic accountability. These perspectives are all relevant to the preparation of leadership speeches because the speech is produced through bureaucratic procedures, must be completed efficiently, and should ultimately serve the public by providing meaningful information.

The importance of this issue is reinforced by the legal and institutional position of regional secretariats. Regional leaders are assisted by the regional secretariat in managing administrative coordination and technical services. Within that institutional architecture, the leadership administration bureau has a strategic role in preparing materials, protocol arrangements, leadership documentation, public communication, and agenda support. The bureau operates close to the daily work of the governor and vice governor; therefore, its administrative performance directly affects the quality of leadership communication and the public image of regional government.

Ideally, the governance of leadership materials should be supported by confirmed schedules, clear data flows, integrated coordination, competent staff, and contingency procedures. Each agenda should be verified regarding time, location, theme, audience, responsible organization, and the leader who will attend. Data should arrive on time and follow a standard format. Speechwriters should have access to policy information, development achievements, and relevant contextual data. If the leader cannot attend and another official represents the leader, the material should be adjusted quickly without wasting excessive time and resources. Such an ideal condition reflects good governance because it combines transparency, accountability, efficiency, professionalism, and service orientation.

In practice, however, the preparation of leadership speeches often faces operational problems. Agendas may change suddenly; information may not be communicated simultaneously across units; data from regional apparatus organizations may arrive late; staff may have strong administrative experience but limited training in public communication and speechwriting; and materials prepared for the leader may become unused when the leader's attendance changes. These problems are not isolated technical inconveniences. They indicate a gap between formal organizational structure and the practical governance of communication materials.

This article focuses on the governance of leadership materials and communication in the preparation of regional leader speeches at a provincial leadership administration bureau. The central problem is how the speech preparation process is managed and what determinant factors influence its effectiveness. The article does not present the source document as a thesis and does not identify the original academic author in the body of the manuscript. Instead, it reconstructs the research into an academic journal article that emphasizes theoretical grounding, empirical findings, discussion, and practical recommendations.

The novelty of the study lies in its attention to the internal administrative process behind leadership communication. Many studies on public communication focus on media relations, public relations strategies, social media, or citizen complaints. This article examines a more specific but important process: how the official speech of a regional leader is produced through coordination, schedule planning, data management, apparatus competence, and attendance contingencies. By focusing on this process, the article contributes to public administration studies by showing that public communication quality is shaped by internal governance mechanisms as much as by external communication channels.

The article is organized into several sections. The introduction explains the problem and significance of the study. The literature review discusses public administration, public service management, public communication, speech quality, and leadership administration. The method section describes the qualitative approach, research focus, data collection, and analysis. The findings and discussion section presents the five main indicators and determinant factors, supported by tables and figures. The conclusion summarizes the main arguments and offers recommendations for improving the governance of leadership materials and communication.

## THEORETICAL FRAMEWORK

### **Public Administration and the Governance of Communication**

Public administration is commonly understood as the organization and management of public resources to achieve the purposes of the state. Wilson (1887) introduced the idea that administration should be studied as the detailed and systematic execution of public law. Goodnow (1900) strengthened the distinction between politics as the expression of the will of the state and administration as the execution of that will. In this classical view, administration is expected to provide order, reliability, and procedural discipline.

The classical approach is relevant to leadership speech preparation because the production of official communication requires clear authority, documentation, and standardized procedures. A speech delivered by a regional leader is an official message, not a private opinion. Therefore, the process of preparing the material should be accountable and traceable. The source of data, the unit requesting the speech, the official responsible for drafting, and the timeline of revision should be

documented. Without such bureaucratic order, official communication can become dependent on individual habits and informal relationships.

Gulick (1937) formulated the well-known administrative functions of POSDCORB: planning, organizing, staffing, directing, coordinating, reporting, and budgeting. These functions are useful for analyzing the process of speech preparation. Planning appears in agenda mapping and time allocation. Organizing appears in the division of tasks between protocol and material units. Staffing appears in the availability and competence of speechwriters. Directing appears in leadership guidance and supervision. Coordinating appears in communication with regional apparatus organizations. Reporting appears in documentation and follow-up. Budgeting appears indirectly in the provision of supporting resources and training.

Later developments in public administration introduced the New Public Management perspective. Hood (1991) emphasized professional management, performance standards, output measurement, competition, and discipline in the use of resources. Osborne and Gaebler (1992) argued that government should be entrepreneurial, mission-driven, results-oriented, and responsive. In relation to speech preparation, New Public Management encourages the bureau to measure the timeliness of speech delivery, the number of revisions, the responsiveness of data providers, and the efficiency of material use.

The New Public Service perspective adds a democratic and citizen-centered orientation. Denhardt and Denhardt (2003) argue that public administrators should serve rather than steer and should focus on citizens rather than customers. In the context of leadership communication, this means that a speech should not merely report programs; it should convey public values, recognize community needs, and communicate policies in language that citizens can understand. Thus, speech preparation must integrate administrative discipline, performance orientation, and public service values.

### **Public Service Management and Administrative Leadership Support**

Management in the public sector refers to a process of planning, organizing, directing, coordinating, and controlling resources to achieve public goals. Handoko (2003) defines management as working with people to determine, interpret, and achieve organizational objectives through planning, organizing, staffing, leading, and controlling. Siagian (2003) similarly emphasizes planning, organizing, actuating, and controlling as core managerial functions. These functions help analyze how an administrative bureau manages agenda information, speech drafts, data requests, and staff workload.

Public service management is not limited to direct services to citizens. Internal administrative services also affect the quality of public governance. A leadership administration bureau provides internal services to the regional leader, but the product of those services is communicated externally to the public. For example, when a bureau prepares accurate and contextual speech material, it indirectly serves citizens by enabling the leader to communicate public policy clearly. Conversely, poor internal service may result in confusing messages, public misunderstanding, or reduced confidence in government.

Human resource management is also central. The contemporary civil service system requires competence development, professionalism, integrity, and responsibility. The mandate that civil servants develop competencies according to job standards is relevant because speech preparation requires more than general administrative experience. It requires the ability to identify policy substance, write coherent narratives, edit language, understand the audience, and adapt the text to

changing leadership attendance. Without systematic training, staff competence may depend mainly on experience and imitation of old speech archives.

Fayol's management principles, such as division of work, discipline, unity of command, unity of direction, order, initiative, and esprit de corps, are also relevant (Fayol, 1985 in Utomo, 2020). The division of work helps ensure that each staff member knows their responsibility. Discipline supports attendance, timely drafting, and adherence to deadlines. Unity of command reduces confusion when agenda changes occur. Order ensures that data, drafts, and archives are managed properly. Initiative and team spirit are important when staff must respond to urgent changes outside normal working hours.

### **Public Communication and Speech Quality**

Public communication refers to the process through which public institutions or public figures deliver information, policy messages, and ideas to a broader audience. Cangara (2016) explains that public communication involves messages delivered by public institutions or public figures, often through formal forums or mass media. Ruben and Stewart (2014) distinguish public communication from interpersonal communication because it is directed to a broad audience, uses formal messages, and requires strategic design. Dijkzeul and Moke (2005) emphasize that public communication is a strategy for building understanding and support for policies.

A leader's speech is a specific form of public communication. It is delivered in a public setting, represents an institution, and is expected to align with government policy. Good speech quality is therefore not measured only by language beauty or ceremonial completeness. It is also measured by accuracy, relevance, clarity, responsiveness to the audience, ethical tone, and consistency with public values. Habermas (1989) emphasizes that public communication quality requires accessibility, rationality, and freedom from domination in the public sphere. Although a government speech is not a public debate, it should still use rational arguments and accessible language.

Grunig and Grunig (1984) argue that excellent public relations involves two-way symmetrical communication. This idea challenges one-way ceremonial communication. Leadership speeches should not simply list achievements; they should show that government listens to citizens, recognizes public problems, and responds to community aspirations. A speech that is too bureaucratic, repetitive, and filled with formal jargon may satisfy ceremonial requirements but fail to build public understanding. Thus, the quality of speech materials depends on the ability of the preparation team to transform administrative data into meaningful public messages.

In addition, speech quality depends on data quality. A speech about economic development, education, health, infrastructure, or social assistance must be supported by accurate figures, updated achievements, and relevant policy context. If data from the relevant regional apparatus organization are late or incomplete, the speechwriter may rely on old archives or secondary sources. This may save time, but it increases the risk of outdated content. Therefore, data governance and communication governance are inseparable.

### **Conceptual Framework**

The conceptual framework of this article links five operational indicators to the quality of leadership speech preparation. The first indicator is activity coordination, which concerns how the bureau communicates with protocol units, agenda managers, aides, private secretaries, regional apparatus organizations, and event organizers. The second indicator is schedule planning, which

concerns how leadership agendas are mapped, confirmed, prioritized, and adjusted. The third indicator is data sources for speech materials, which concerns the availability, validity, relevance, and timeliness of data. The fourth indicator is the composing apparatus, which concerns staff competence, discipline, division of tasks, and workload management. The fifth indicator is contingency of leader attendance, which concerns how the bureau anticipates and responds when the leader cannot attend and another official represents the leader.

These five indicators are not separate stages but interrelated components of one governance system. Weak coordination affects schedule planning. Poor schedule planning affects the time available for data collection. Late data affects the ability of staff to prepare accurate speeches. Limited writing competence affects the transformation of data into persuasive public messages. Attendance contingencies affect whether the prepared material will be used or must be revised. Therefore, improving speech preparation requires an integrated approach rather than isolated corrections.

## METHOD

This article uses a descriptive qualitative approach. The approach is appropriate because the research problem concerns organizational process, administrative routines, communication flows, staff experience, and contextual constraints. These dimensions cannot be sufficiently captured through numerical measurement alone. A qualitative approach allows the researcher to describe how the process occurs, how actors interpret their work, and how organizational conditions influence the quality of speech preparation.

The research setting is a provincial leadership administration bureau within a regional secretariat. The bureau has strategic functions in preparing leadership materials, managing leadership communication, documenting leadership activities, and supporting protocol-related work. The focus of the study is the process of preparing regional leader speeches and the determinant factors that influence that process.

Data were obtained through observation, in-depth interviews, and documentation. Observation was directed at daily routines in the material and leadership communication section, including morning coordination, agenda verification, staff attendance, data requests, and responses to sudden agenda changes. Interviews were conducted with officials and staff involved in speech preparation, including bureau leadership, subsection heads, implementing staff, and a representative from a regional apparatus organization that frequently supplies data. Documentation included organizational structures, leadership schedules, speech materials, photographs of activities, and supporting administrative records.

The analysis followed qualitative data analysis procedures consisting of data reduction, data display, and conclusion drawing (Miles, Huberman, & Saldana, 2014). Data reduction was carried out by sorting interview transcripts, observation notes, and documents according to the five research indicators. Data display was carried out through narrative descriptions, summary tables, and the inclusion of supporting figures. Conclusion drawing was conducted by identifying recurring patterns, contradictions, determinant factors, and practical implications. Data validity was strengthened through triangulation of sources and techniques, comparing interview results with observation and documentation (Sugiyono, 2016).

The article anonymizes informants by using initials. This is done to maintain academic ethics and focus the analysis on organizational processes rather than personal judgment. The manuscript

also avoids mentioning the original academic source document and its author in the article body, in accordance with the requested journal conversion format. See table 1.

**Table 1.** Methodological design of the study

Research Component	Description
Approach	Descriptive qualitative research
Research focus	Process of regional leader speech preparation and determinant factors
Data collection	Observation, in-depth interviews, and documentation
Main indicators	Activity coordination, schedule planning, data sources, composing apparatus, and leader attendance contingency
Analysis technique	Data reduction, data display, and conclusion drawing
Validity strategy	Triangulation of sources and techniques

### Organizational Context

The leadership administration bureau is positioned within the regional secretariat and supports the administrative work of regional leaders. The regional secretary is assisted by several assistants, including the assistant for general administration. Under this coordination, the leadership administration bureau carries out functions related to planning and staffing, leadership materials and communication, and protocol. This position makes the bureau a central node in the daily communication and administrative rhythm of regional leadership.

The head of the bureau plays a strategic role as a filter of information and as a manager of the leadership support system. The material and leadership communication section is responsible for preparing policy materials, leadership speeches, communication materials, publication, and documentation. The protocol section manages ceremonies, guests, seating arrangements, official events, and coordination with aides. The planning and staffing section supports internal administration, reporting, personnel matters, and operational planning. The preparation of speeches therefore requires coordination between these sections and with external regional apparatus organizations.

The organizational structure illustrates that speech preparation is not the work of one individual writer. It is a collective administrative process that depends on agenda verification, data availability, communication with event organizers, leadership direction, and editorial competence. If one component is weak, the final output may be affected. For example, even a skilled writer cannot produce an accurate speech if the data arrive late or if the agenda changes without notification. Similarly, an accurate dataset may not produce a compelling speech if staff lack training in public communication.

The human resource profile shows that personnel have diverse educational backgrounds. The largest group comes from applied government studies, followed by economics, government science, social sciences, and several other fields. This composition provides strengths in understanding bureaucracy, public programs, and administrative procedures. However, the absence of staff with specific backgrounds in Indonesian language and literature or communication science creates a competence gap in speechwriting, narrative development, rhetoric, and audience-oriented public messaging. This gap becomes important in the findings because the bureau must produce not only administratively correct texts but also communicative public speeches. See table 2.

**Table 2.** Human resource background and implications for leadership speech preparation

Educational Background Category	Recorded Composition	Implication for Speech Preparation
Applied government studies	19 personnel	Strong understanding of government routines and bureaucracy, but still requires public communication training.
Economics	13 personnel	Supports development and economic policy content, especially when speeches include program achievements.
Government science	6 personnel	Supports comprehension of policy structure and public sector governance.
Social sciences	5 personnel	Relevant for reading social context, community needs, and event audiences.
Other fields	Several personnel from education, law, public health, engineering, agriculture, public administration, and applied nutrition	Provides diverse perspectives but does not replace specialized speechwriting competence.
Indonesian literature or communication science	Not recorded	Creates a major competence gap for persuasive, clear, audience-oriented, and emotionally engaging speech materials.

## RESULTS AND DISCUSSION

This section presents the findings and discussion according to the five indicators of the study. Each subsection describes the empirical pattern and interprets it through public administration, management, and communication theories. The discussion also formulates practical improvements that may strengthen the governance of leadership materials and communication.

### Activity Coordination

The findings show that coordination begins with the management of the leadership agenda. Protocol and leadership administrative units receive or verify information about upcoming activities, after which the material and leadership communication section prepares speech materials. In formal terms, the structure already exists. The problem is that daily coordination remains heavily dependent on informal communication channels, such as WhatsApp groups, telephone calls, personal contacts, and direct follow-up with regional apparatus organizations.

This informal coordination is useful because it is fast and flexible. Staff can immediately contact an officer from a regional apparatus organization, ask for data, and clarify the theme of an event. In urgent situations, personal relationships help accelerate responses. However, the same informal pattern also creates vulnerability. Information may not be documented properly; one unit may receive the latest agenda change while another unit still works with old information; and the success of coordination depends on the initiative and availability of individuals rather than a stable organizational mechanism.

A recurring problem is the lack of simultaneous information delivery. In some cases, the protocol unit may inform an event organizer or regional apparatus organization about a schedule change but not immediately communicate the same information to the material section. As a result,

the material section continues drafting a speech based on the previous agenda. When the updated information finally arrives, staff must revise the material under severe time pressure. This creates the risk of typographical errors, inaccurate data, and weak contextualization.

From the perspective of classical public administration, this problem indicates that procedural certainty and documentation remain weak. Weber (1947) emphasized that bureaucracy needs rules, written records, and clear authority to ensure predictability. Gulick (1937) placed coordination at the center of administrative work. Coordination is not simply communication; it is the structured alignment of activities toward a shared goal. The findings show that coordination exists, but it has not yet become a fully institutionalized workflow.

From the perspective of New Public Management, the bureau demonstrates responsiveness and commitment to output completion. Staff are willing to follow up repeatedly and work beyond normal hours. However, responsiveness without a system can produce inefficiency. The same information must be asked repeatedly, the same draft may be revised several times, and staff energy is spent solving coordination problems rather than improving speech quality. Hood (1991) would interpret this as a performance issue: the organization produces outputs, but not through an optimal process.

From the New Public Service perspective, poor coordination has public consequences. A leader's speech is a public message. If internal coordination fails, the public may receive a message that is less accurate, less timely, or less relevant to their needs. Denhardt and Denhardt (2003) argue that public administrators should serve citizens and public values. Therefore, the coordination of speech materials should be understood as part of serving the public through accurate and meaningful government communication.

The improvement needed is a real-time coordination system that functions as a single source of truth. Every agenda should contain status information: event title, date, time, location, responsible unit, theme, audience, leader attendance status, representative official if applicable, data provider, deadline for data submission, draft status, revision status, and final approval. Any change should automatically notify protocol, material staff, aides, private secretaries, and related regional apparatus organizations. This would shift coordination from personal follow-up to system-supported governance. See table 3.

**Table 3.** Findings and discussion on activity coordination

Coordination Aspect	Empirical Finding	Analytical Meaning	Improvement Direction
Formal mechanism	The structural flow exists between protocol, agenda managers, and the material section.	Organizational design is available but not fully translated into daily workflow.	Transform structure into a documented standard operating procedure.
Informal communication	WhatsApp, phone calls, and personal contacts dominate coordination.	Fast but vulnerable to missing documentation and uneven information distribution.	Use informal channels only as support for a formal digital tracking system.
Information synchronization	Agenda changes are not always communicated simultaneously across units.	Creates repeated revision, time pressure, and risk of speech mismatch.	Create automatic notifications and change logs.
Follow-up intensity	Staff must repeatedly follow up with data providers.	Coordination depends on personal initiative	Set data submission deadlines and



Monthly schedule	Prepared as an initial reference.	Helps map speech needs but is not always reliable due to changes.	Add confirmation status, risk level, and material deadline to every agenda.
Sudden agenda changes	Frequent short-notice changes occur.	Creates urgent revisions and potential unused materials.	Use contingency planning and alternative speech versions.
Dense activities	Several events may occur close together.	Increases workload and reduces editing time.	Prioritize high-profile and data-intensive events.
Manual time management	Progress is monitored manually and through informal updates.	Relies on personal discipline and overtime.	Use a shared dashboard with deadlines and draft status.

### Data Sources for Speech Materials

The third indicator concerns the sources of data used in speech materials. The findings show that the material team uses several sources: regional apparatus organizations, official planning documents, development program records, statistical data, previous speech archives, government websites, media releases, and other publicly available references. Among these, regional apparatus organizations are the most important because they provide program-specific information, achievement data, budget information, implementation obstacles, and future plans.

The main problem is not the absence of data sources but the inconsistency of data supply. Some organizations respond quickly and provide complete information. Others respond slowly, provide general narrative without concrete figures, or submit outdated data. Sometimes the contact person has changed, is unreachable, or does not understand the exact data needed for a speech. In urgent situations, the material team may have to rely on old archives or internet sources to complete the draft. This strategy helps meet deadlines but does not guarantee the accuracy or freshness of the information.

Data quality directly affects speech quality. A leader's speech often contains statements about government achievements, budget allocations, public service improvements, regional development indicators, or policy commitments. If the data are inaccurate or incomplete, the leader risks delivering a weak or misleading message. Even when the speech is not factually wrong, generic data can make the speech sound repetitive and detached from the specific event. Therefore, data provision should be treated as part of communication governance.

From a public administration perspective, the problem reflects weak inter-organizational coordination and insufficient standardization. Good governance requires reliable information flows. Without data standards, every request becomes a new negotiation. From a management perspective, this creates inefficiency because staff must repeatedly ask, clarify, and correct information. From a communication perspective, weak data quality reduces message clarity and credibility. Cangara (2016) and Ruben and Stewart (2014) emphasize that public communication requires message design; however, message design cannot be strong when the content base is weak.

A practical solution is to create a standard data template for speech preparation. Each regional apparatus organization should submit the event title, policy background, key achievements, updated figures, community benefits, strategic message, names of stakeholders, local context, and suggested emphasis. The template should be short enough to encourage compliance but structured enough to support meaningful writing. Data submission should also have deadlines according to event priority. For urgent events, a minimal quick-response template can be used.

In addition, the bureau should develop a material database. This database could store validated data by sector: education, health, infrastructure, social assistance, agriculture, economy, tourism, disaster response, and other policy areas. It should include updated figures, policy narratives, frequently used messages, and previous speeches. Such a database would reduce dependence on last-minute requests and old files. It would also help maintain consistency in leadership communication while allowing contextual adaptation for each event. See table 5.

**Table 5.** Findings and discussion on data sources for speech materials

Data Source	Use in Speech Preparation	Common Problem	Governance Improvement
Regional apparatus organizations	Main source of program data, achievements, budgets, and policy context.	Late responses, incomplete data, and unstandardized format.	Implement a standard speech data template and deadline system.
Planning documents	Provide official policy direction and development priorities.	May not contain event-specific details.	Link planning documents to a sectoral material database.
Statistical and official data	Support accuracy and credibility of statements.	May not be updated for urgent events.	Maintain verified data by sector and year.
Previous speech archives	Help staff save time and maintain continuity.	Risk of repetition and outdated content.	Use archives as reference, not as a substitute for new data.
Media and online sources	Used when official data are incomplete or late.	Accuracy and relevance must be checked.	Use only verified official channels as secondary support.

### Composing Apparatus

The fourth indicator concerns the apparatus responsible for composing speech materials. The findings show that the division of tasks is generally clear. The head of the relevant section and subsection distributes assignments according to agenda needs, staff workload, and perceived capacity. Coordination among staff is carried out through briefings, direct instructions, WhatsApp groups, and shared monitoring practices. Staff also help one another when several speeches must be completed at the same time.

The commitment of staff is one of the strongest findings. Informants emphasized that the team is responsive, willing to work beyond office hours, and ready to handle urgent tasks. This dedication helps the bureau maintain service continuity despite schedule changes and data delays. In many cases, the final speech can still be completed because staff make personal sacrifices, work overtime, and support one another. This reflects *esprit de corps*, one of the important principles of management identified by Fayol (1985 in Utomo, 2020).

At the same time, the findings reveal competence gaps. Staff generally have administrative and governmental backgrounds, but not necessarily specialized training in speechwriting, public communication, rhetoric, or language editing. The absence of personnel with specific backgrounds in literature or communication science is significant because the task requires the ability to transform policy data into accessible and persuasive public messages. Without training, staff tend to rely on old speech archives, formal phrases, and bureaucratic language. This may result in speeches that are administratively correct but less engaging.

The issue is not a lack of dedication but a mismatch between task requirements and competence development. Public speechwriting requires a combination of policy understanding, writing skill, audience analysis, ethical sensitivity, narrative structure, and editing discipline. It also requires the ability to adjust tone depending on whether the event is formal, community-based, ceremonial, technical, religious, or crisis-related. These skills can be developed, but they require systematic training and mentoring.

Civil service management theory supports this interpretation. Contemporary ASN management emphasizes competence development, professionalism, and performance. If competence development is a duty and organizational necessity, then training in public communication should not be treated as optional. The bureau needs a program for speechwriting, public relations, policy narrative development, plain language writing, editing, and digital information management. Senior staff can mentor junior staff, but mentoring should be complemented by formal training and evaluation.

Workload management is another issue. When agenda density increases, staff may work late into the night. Occasional overtime may be unavoidable in leadership support work, but repeated overtime can reduce quality and morale. A better workload system should track the number of speeches assigned to each staff member, the complexity of each speech, the time available, and the revision burden. This would allow fairer distribution and early identification of workload peaks. See table 6.

**Table 6.** Findings and discussion on composing apparatus

Apparatus Aspect	Strength	Weakness/Risk	Recommended Development
Task distribution	Assignments are distributed by subsection leadership based on agenda and capacity.	Still often adjusted informally when urgent work arises.	Use a shared workload tracker.
Responsiveness	Staff are highly responsive and willing to work beyond office hours.	Excessive reliance on personal sacrifice may lead to fatigue.	Strengthen system readiness and reduce recurring emergency work.
Competence	Staff understand bureaucracy and government programs.	Limited specialized training in public communication and speechwriting.	Provide training in speechwriting, editing, policy narrative, and public communication.
Team support	Staff help one another during peak workloads.	Mutual assistance may hide structural understaffing or skill gaps.	Combine team culture with formal capacity development.

### Contingency of Leader Attendance

The fifth indicator concerns contingency in leader attendance. In regional government, leadership schedules are dynamic. A governor or other regional leader may be invited to many events at the same time or may receive urgent instructions that require attendance elsewhere. When the leader cannot attend an event and another official represents the leader, the speech

material often needs adjustment. The title, greeting, tone, policy emphasis, and closing message may need to be changed so that the speech fits the representative official and the event context.

The findings show that attendance contingency often creates inefficiency. Materials may have been prepared and printed for the leader but become unused when attendance changes. Staff must then revise the speech in a short time for the representing official. If the change occurs close to the event time, the revision may be limited to changing names and formal greetings, while deeper contextual adjustment may not be possible. This situation can reduce the quality of communication and create waste of time, paper, and staff energy.

The documentation of leadership activities and attendance illustrates the practical reality of this issue. Public events require visible leadership presence, but the administrative system must be ready for representation and substitution. A contingency problem is not merely a scheduling issue; it affects the entire material production process. If the bureau prepares only one version of the speech, then any change in attendance produces emergency revision. If the bureau prepares modular or alternative versions, the impact can be reduced.

From a management perspective, contingency planning is part of risk management. Organizations must anticipate foreseeable changes and prepare response mechanisms. In the context of speech preparation, this means that high-priority or uncertain agendas should have two versions: one for direct leader attendance and one for representation. The representative version may be shorter, less personal, and adapted to the position of the official who will deliver it. The bureau should also maintain modular sections that can be reused: policy background, local appreciation, program achievements, public service message, and closing instruction.

From the perspective of public communication, representation must be handled carefully because the audience still expects an official message. If the speech sounds as if it were written only for the absent leader, the representative may appear disconnected from the event. The speech should acknowledge the context appropriately and maintain the authority of government communication. This requires editorial sensitivity and early contingency signals from agenda managers.

A contingency protocol should include attendance status categories: confirmed, tentative, represented, cancelled, and awaiting instruction. Each category should trigger a material preparation rule. For confirmed attendance, a full speech may be prepared. For tentative attendance, a flexible speech should be drafted. For represented attendance, the material should be adjusted to the representative's position. For cancelled events, the material can be archived for possible future use. This approach would reduce waste and improve readiness. See table 7.

**Table 7.** Findings and discussion on leader attendance contingency

Contingency Condition	Observed Problem	Potential Impact	Recommended Protocol
Leader confirmed	Material prepared in full.	Quality can be high if data are available.	Proceed with full drafting and approval workflow.
Leader tentative	Uncertainty creates hesitation in drafting.	Late drafting or repeated revisions.	Prepare flexible modular speech.
Leader represented by another official	Speech must be revised quickly.	Mismatch of tone, greeting, and authority if not adjusted.	Prepare representative version in advance.

Leader absent after material is printed	Prepared material becomes unused.	Waste of time and resources.	Archive material and adapt for future similar events.
New urgent agenda emerges	Original agenda loses priority.	Emergency coordination and staff overtime.	Use risk-based agenda prioritization.

### Determinant Factors in the Speech Preparation Process

Across the five indicators, several determinant factors influence the effectiveness of leadership speech preparation. The first determinant is the integration of coordination. When protocol, agenda management, material preparation, aides, and regional apparatus organizations operate with different information, the speech preparation process becomes vulnerable. Integration is therefore the most fundamental determinant because it affects all other stages.

The second determinant is schedule certainty and change management. The leadership agenda will always contain uncertainty, but uncertainty can be managed. The problem is not merely that schedules change; the problem is that change is not always communicated, documented, and translated into material workflow. A dynamic agenda requires dynamic planning tools.

The third determinant is data governance. Speeches require accurate and updated information. If data sources are late or unstandardized, speechwriters must improvise. Improvisation may be necessary, but it should not become the normal pattern. Standardized data templates and a material database are essential to improving content quality.

The fourth determinant is apparatus competence. Dedication and experience are valuable, but they must be strengthened by training in public communication, writing, editing, and policy narrative. Competence development will reduce dependence on old templates and improve the emotional and communicative quality of speeches.

The fifth determinant is contingency readiness. Leader attendance changes are foreseeable in high-level government work. Therefore, the bureau must prepare flexible material systems, alternative versions, and clear attendance status categories. Contingency readiness prevents waste and protects communication quality.

These determinant factors show that the governance of leadership materials is a system. It cannot be improved only by asking staff to work harder. It requires institutional design, standard procedures, digital coordination tools, data discipline, competence development, and leadership commitment to quality communication. See table 8.

**Table 8.** Determinant factors in leadership speech preparation governance

Determinant Factor	Current Pattern	Risk	Strategic Recommendation
Coordination integration	Partly formal but often informal and fragmented.	Information mismatch and repeated revision.	Create an integrated agenda-material management system.
Schedule certainty	Schedules exist but change frequently.	Urgent drafting and unused materials.	Apply risk-based schedule planning and change logs.
Data governance	Data depend on OPD responsiveness.	Outdated, incomplete, or generic speech content.	Use standard templates and sectoral databases.

Apparatus competence	High dedication but uneven writing competence.	Normative, rigid, and less persuasive speeches.	Provide structured training and mentoring.
Contingency readiness	Response tends to be reactive.	Waste and mismatch when leader attendance changes.	Prepare alternative versions and attendance status protocols.

### Recommended Governance Model

Based on the findings, an improved governance model for leadership materials and communication should consist of six integrated components. The first component is agenda verification. Every incoming agenda must be verified in terms of time, place, theme, responsible organization, type of event, audience, leadership role, and attendance status. This verification should be recorded in a shared system rather than only communicated through informal messages.

The second component is data standardization. The bureau should require every regional apparatus organization to submit data through a concise but structured template. The template should include updated facts, policy relevance, program achievements, budget or performance figures when relevant, community benefits, and suggested key messages. This would improve the substance of speeches and reduce repeated follow-up.

The third component is workflow-based drafting. Each speech should pass through stages: data request, data receipt, drafting, internal review, leadership adjustment, finalization, and archiving. The status of each stage should be visible to responsible officers. This allows supervisors to detect delays early and redistribute workload.

The fourth component is competence development. Staff need regular training in speechwriting, public communication, plain language, policy storytelling, editing, and digital information management. Training should be accompanied by a style guide for leadership speeches, including standards for greetings, opening statements, policy messages, local context, audience engagement, and closing instructions.

The fifth component is contingency management. For high-risk or uncertain agendas, the bureau should prepare flexible modular speeches. Modules can include greeting, policy background, appreciation, program achievement, public service message, and closing. When attendance changes, staff can adjust modules quickly without rewriting the entire speech.

The sixth component is quality evaluation. After major events, the bureau should evaluate whether the speech was delivered, revised, unused, or returned for correction. Evaluation indicators may include timeliness, data accuracy, number of revisions, audience relevance, and consistency with policy messages. This evaluation would transform speech preparation into a learning system. See table 9.

Table 9. Proposed governance model for leadership materials and communication

Model Component	Purpose	Operational Tool
Agenda verification	Ensure that every agenda is clear and confirmed.	Shared agenda form with attendance status and event details.
Data standardization	Ensure accurate and timely material input.	Standard OPD data template for speech preparation.
Workflow-based drafting	Monitor progress from data request to final speech.	Digital dashboard with draft status and deadlines.

Competence development	Improve writing and public communication quality.	Training, mentoring, and leadership speech style guide.
Contingency management	Reduce waste when attendance changes.	Alternative versions and modular speech structure.
Quality evaluation	Support continuous improvement.	Post-event review of timeliness, accuracy, and use of materials.

## CONCLUSION

This article concludes that the governance of leadership materials and communication in regional leader speech preparation has been supported by a formal organizational structure and committed personnel, but it has not yet operated optimally as an integrated administrative system. The process depends on coordination among protocol, agenda managers, material staff, aides, and regional apparatus organizations. However, coordination still relies heavily on informal channels, making information synchronization vulnerable when agendas change suddenly. Schedule planning exists through periodic leadership agenda documents, but the dynamic nature of leadership activities often weakens planning. Sudden changes create urgent revisions, staff overtime, and unused materials. This shows the need for schedule planning that includes confirmation status, risk classification, and change management rather than a static list of activities. Data sources for speech materials are diverse, including regional apparatus organizations, planning documents, statistical data, previous speech archives, and online references. Nevertheless, data provision is not yet standardized. Late, incomplete, or outdated data reduce the quality and accuracy of speeches. A standard data template and sectoral material database are needed to strengthen content governance. The composing apparatus demonstrates strong dedication and responsiveness. Staff are willing to work beyond normal hours and support one another. However, competence in public communication and speechwriting is uneven. The absence of specialized language or communication backgrounds creates a gap that should be addressed through structured training, mentoring, and a speechwriting style guide. Contingency in leader attendance is a recurring challenge. When leaders cannot attend or when agendas change suddenly, prepared speeches may become unused or require rapid revision. A contingency protocol with attendance status categories and alternative speech versions is necessary to reduce waste and maintain communication quality. Overall, improving the governance of leadership materials and communication requires more than individual commitment. It requires integrated systems, clear procedures, data discipline, competence development, and quality evaluation. By strengthening these aspects, regional leadership speeches can become more accurate, contextual, persuasive, and aligned with the principles of good governance and public service.

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